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ABSTRACT

Despite the demonstrated social value of out-of-school time and community school initiatives, such programs lack dedicated funding sources available to support their efforts. This strategy brief argues that Title I of the Elementary and Secondary Education Act can serve as an important funding source for out-of-school time programs and community school initiatives. The brief presents an overview of the Title I program, emphasizing its use for extended learning through out-of-school time and community school initiatives. The brief then highlights three strategies that community leaders, program developers, and school officials can employ to access these funds to support out-of-school time and community school initiatives. The brief focuses on activities that provide direct links to academic performance: (1) out-of-school programs providing additional instructional time or supporting instructional goals; (2) parental involvement; and (3) preschool services and education to facilitate transition to elementary school. The brief discusses considerations for each strategy and provides examples of innovative approaches. The brief concludes with a list of pertinent resources and organizations. (KB)

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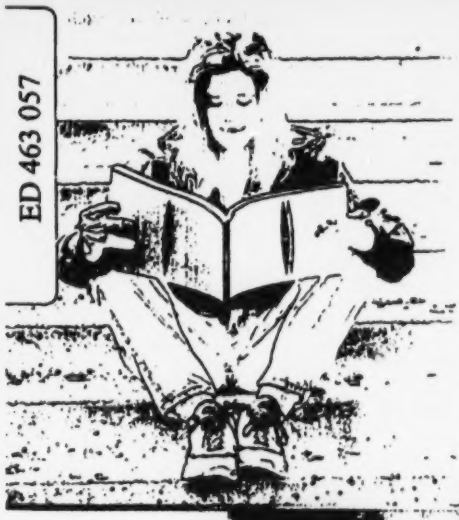

Using Title I to Support Out-of-School Time and Community School Initiatives

Strategy Brief

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TOOLS FOR OUT-OF-SCHOOL TIME AND COMMUNITY SCHOOL INITIATIVES

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The FINANCE PROJECT

Using Title I to Support Out-of-School Time and Community School Initiatives

Strategy Brief

by Sharon Deich, Victoria Wegener and Elisabeth Wright

Policymakers, parents, business leaders, social service professionals and others increasingly point to out-of-school time and community school initiatives as essential to meeting the diverse needs of school-age youth. Studies have shown that quality out-of-school time programs and community schools contribute to increases in academic achievement, particularly among low-income students, provide a safe haven during non-school hours, improve student health and well-being, reduce school violence and increase family involvement.[1] Despite their demonstrated societal value, however, out-of-school time and community school initiatives face a variety of challenges in financing and sustaining their work. At the top of this list is a lack of dedicated funding sources available to support their efforts, requiring community leaders and program developers to weave together a variety of funding sources that will provide adequate and stable resources over time. Title I of the Elementary and Secondary Education Act (ESEA) can serve as an important funding source for out-of-school time programs and community school initiatives.[2]

Title I, the largest single federal investment in education, now provides $10.3 billion annually (an increase of $1.6 billion over last year's appropriation) to school systems across the country to improve educational outcomes for students at risk of educational failure. Title I funds serve more than 11 million students enrolled in both public and private schools. Across the country, over 47,000 schools use these funds to provide extra academic support and learning opportunities, usually in the subject areas of math and reading, and to help low-income students meet their state's academic program standards. Title I funds can also be used to promote educational achievement through a wide range of support services, including out-of-school time programs, parent literacy training, parenting classes, early childhood services, and coordinated community school strategies.

Use of Title I for extended learning and community school activities is not a new phenomenon. Approximately 40 percent of Title I schools use some portion of these funds to contribute to extended learning programs.[3] Some districts use Title I to finance salaries for community school coordinators and related services. Although Title I funds typically represent a small portion of a program's total budget, Title I can provide stable, reliable and flexible funding that can be used to leverage other funding sources. For instance, Title I funds can provide the core support around which many other out-of-school time activities (such as sports, arts education and educational supports) can be wrapped. Equally as important, Title I funds can support efforts to bridge and connect the school day and after-school programs and to integrate other services and opportunities offered at a school.

The 2001 reauthorization of the Elementary and Secondary Education Act (ESEA) (which includes the Title I program) provides important opportunities for out-of-school time and community school initiatives. First, the significant increase in funding for local

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[1] *Evaluation of Community Schools: Findings to Date by Joy G. Dryfoos, Coalition for Community Schools, 2001. Available at* http://www.communityschools.org/evaluation/evalcontents.html; *Safe and Smart: Making the Afterschool Hours Work for Kids, U.S. Department of Education, June 1998. Available at* http://www.ed.gov/pubs/SafeandSmart.

[2] *The Title I office and Title I schools refer to out-of-school time or after-school activities under the umbrella of "extended learning." Out-of-school time and community school programs are two types of extended learning strategies.*

[3] *Promising Results, Continuing Challenges: The Final Report of National Assessment of Title I, Office of the Under Secretary of Planning and Evaluation Service, U.S. Department of Education, 1999.*

grants (Part A) under Title I by almost $1.6 billion allows school officials to consider financing out-of-school time and community school efforts without limiting other programs now funded with Title I. Second, the new legislation encourages and/or requires schools to offer a broader range of services that support academic performance for students and their families, including extended learning opportunities and parental involvement programs. In addition, the new legislation requires coordination and integration of the range of supports and services offered to school-age children and youth. Out-of-school time

WHAT IS A COMMUNITY SCHOOL?

An initiative's ability to access Title I funds is largely predicated on its leaders' ability to create meaningful partnerships with schools. In their fullest form, these types of partnerships are community schools, bringing together the resources of the school and the community to improve student learning, strengthen families and build healthier communities. Youth, families and community residents work as equal partners with schools and community-based organizations and institutions to design community schools. Terms such as family/school/community partnerships, schools as centers of community, extended service schools, community education, school-based and school-linked services all fall under the broad umbrella of a community school. Community schools seek to provide comprehensive services to meet the needs of their communities, including:

Quality education—High-caliber curriculum and instruction enables all children to meet challenging academic standards and use all of the community's assets as resources for learning.

Youth development—Youth development activities aid young people in building skills and competencies that are valuable for learning, forming positive relationships with peers and adults and allow them to serve as resources to their communities.

Student and family support—Family support centers, student support teams, early childhood development programs and coordinated health and social services build on individual strengths and enhance student and family life.

Family and community engagement—Family members and other residents actively participate in designing, supporting, monitoring and advocating for quality activities/services in the school and community.

Community development—All stakeholders focus on strengthening the social networks, economic viability and physical infrastructure of the surrounding community.

A community school differs from a traditional school because the various partners are not conducting business as usual. They are: working together toward common results; changing their funding patterns; transforming the practice of their staffs; and working creatively and respectfully with youth, families and residents to create a different kind of institution.

For resources on creating and supporting community schools, contact the Coalition for Community Schools. The Coalition is an alliance of more than 170 national, state and local organizations dedicated to creating and sustaining community schools across America. The Coalition's agenda focuses on promoting policies that support community schools, sharing best practices about effective community school strategies, building public support and understanding of community schools, and developing sustainable funding sources. To learn more about the Coalition or about community schools, visit the Coalition's website at www.communityschools.org or contact: Martin J. Blank, Staff Director, Coalition for Community Schools, c/o Institute for Educational Leadership, 1001 Connecticut Ave., Suite 310, Washington, D.C. 20036, blankm@iel.org

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and community school initiatives can be important partners to assist schools in accomplishing the goals of the Title I program.

This strategy brief first presents an overview of the Title I program, emphasizing its use for extended learning through out-of-school time and community school initiatives. It then highlights three strategies that community leaders, program developers and school officials can employ to access these funds to support out-of-school time and community school initiatives.

Background and General Considerations

In 1965, the federal government created Title I of the Elementary and Secondary Education Act to ensure that all children, regardless of socioeconomic background, have equal educational opportunities. Through this provision of the act, schools that serve large numbers of low-income children receive additional resources.[4] Specifically, Title I provides supplemental assistance to children most at risk of school failure in order to help them meet expected educational standards. This population includes children from families with low family literacy, children of migrant agricultural workers, and children who are neglected and delinquent. To address their various needs, Title I is divided into four subparts.[5] This brief focuses exclusively on Title I, Part A – Grants to Local Educational Agencies. For simplicity, Part A will be referred to as "Title I" throughout the brief.

Recent Changes to Title I

In December of 2001, Congress reauthorized the Elementary and Secondary Education Act of which Title I is a significant part. In addition to dramatically increasing the funding levels for this year (and for the next five years), the new legislation calls for the following changes that have implications for use of Title I for extended learning during out-of-school time hours.[6]

- **Increased emphasis on assessments and accountability.** While current law clearly focuses on educational achievement, the new legislation significantly strengthens these provisions by calling for states to implement annual reading and math assessments for children in grades 3-8 in schools receiving federal funds. States must demonstrate adequate yearly progress toward closing the achievement gap between disadvantaged students and their more advantaged peers as shown by these test scores. In addition, state education officials must produce an annual report card assessing state progress compared to that of other states. School district officials must prepare and distribute a similar report card, assessing performance compared to other districts and schools.[7] This increased emphasis on results means that each district and school must allocate their Title I funds in ways that best further educational outcomes. In order for out-of-school time and community school initiative leaders to convince school administrators to allocate Title I funds to support extended learning activities, now more than ever, they must be able to clearly demonstrate the link between those activities and improvements in academic performance.
- **Increased emphasis on extended learning opportunities.** The new bill calls for increases in the amount and quality of learning time, through extended school-year, before- and after- school programs, summer programs, and other opportunities that enhance the school-day curriculum.[8] In addition, for children in schools that fail to meet state performance standards, Title I must be used to fund supplemental services, including tutoring, mentoring, and college or career preparation.[9] These services can be supplied by a variety of providers, including community- and faith-based organizations, as well as other school-based programs chosen by the parent, provided they meet State Education Agency (SEA) standards.[10] This increased attention to extended learning opportuni-

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[4] *Programs must ensure that Title I services supplement, not supplant, the regular education programs normally provided by state and local education agencies.*

[5] *Part A–Improving Basic Programs Operated by Local Education Agencies; Part B—Even Start Family Literacy Programs; Part C—Education of Migratory Children; Part D—Prevention and Intervention Programs for Children and Youth who are Neglected, Delinquent or at Risk of Dropping Out.*

[6] *No Child Left Behind Act of 2001, Conference Agreement, U.S. House of Representatives Committee on Rules, 2001.*

[7] *Ibid. pp. 47-52.*

[8] *Ibid. p. 73, 79.*

[9] *Ibid. pp. 90-95.*

[10] *Ibid. p. 105.*

ties provides an additional incentive for schools to support out-of-school time and community school programs that help further students' academic progress.

- **Coordination of services and programs serving the same population.** ESEA strengthens schools' ability to use Title I funds for coordination of services and programs.[11] Under the legislation, each program must coordinate and integrate federal, state, and local services and programs under ESEA (professional development for teachers, instruction for limited English proficient students, technology improvements, 21st Century Community Learning Centers and drug and violence prevention), nutrition programs, Head Start, adult education, vocational and technical education and job training. Moreover, schoolwide Title I programs (described on page 6) are not required to maintain separate fiscal accounting records when federal ESEA funds are combined with other state and local funds.[12] Increased emphasis on service coordination and integration provides a new opportunity for out-of-school time and community school leaders to work closely with school administrators. In particular, program developers could make the case for using Title I or other ESEA funds to support a coordinator who serves to integrate and coordinate the variety of activities and services for school-age children and youth.
- **Increased parental involvement.** The new bill calls for Title I programs to support a wider range of strategies to increase parent involvement such as enhanced family literacy services.[13] Program developers can point to out-of-school time and community school initiatives as a means of engaging and involving parents, providing them with the support they need to help their children reach their full academic potential.
- **Development of transition plans from early childhood programs to elementary school.** Under the legislation, Title I schools must develop a plan to assist preschool children transitioning from early childhood programs, such as Head Start, Early Reading First, or a state-run preschool program, to local elementary schools.[14] This provision, in addition to parental involvement, can help community school leaders make the case for more integrated services for families, including younger children (see strategy 3 below).

Out-of-school time and community school initiatives are well positioned to help schools meet the expanded focus on results and the new provisions around coordination and strengthening of support services. However, even with the large increase in funding, out-of-school time and community school leaders will need to convince school administrators that allocating Title I funds for extended learning activities is a cost effective way to help satisfy these new requirements. Supporters must be ready and able to demonstrate the link between out-of-school time activities and other support services and improvements in academic performance.

Allocating Title I Funds

The U.S. Department of Education bases Title I allocations on the number of low-income school-age children (5 to 17 years) living within the geographic area of each Local Education Agency (LEA). The Department of Education determines Title I allocations by using the most recent estimates provided by the Census Bureau, adjusting for each state's per-pupil expenditures—a factor that is intended to compensate for differences in the cost of education.[15] The Department of Education and SEAs allocate Title I funds using two grant programs:

1) **Basic Grants** constitute the majority of Title I funds. For school year 2001-02, Congress appropriated $7.1 billion for this program.[16] The

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[11] *Ibid. p. 75, 80.*
[12] *Ibid, page 60.*
[13] *Ibid. p. 74*
[14] *Ibid. p. 74, 80.*
[15] *The formula also incorporates minimum eligibility, hold-harmless and state minimum grant provisions. A statutory hold-harmless provision limits any reductions in Basic Grant funds to no more than 5 to 15 percent of the prior year allocation (depending on the poverty rate of the county or district). In fiscal year 1999, basic grants accounted for approximately 86 percent of the total appropriation. There is no hold-harmless provision in the current statute for Concentration Grants.*
[16] *Fiscal year 2002 Appropriations Table, U.S. Department of Education. Available at http://www.ed.gov/offices/OUS/Budget02/02app.xls.*

Department of Education allocates Basic Grant funds to LEAs within states based primarily on the number of low-income children ages 5 to 17. To be eligible for Basic Grants, LEAs must have at least 10-11 eligible children and the number of children must exceed 2 percent of the district's school-age population.

2) **Concentration Grants** provide additional funding to LEAs with high concentrations of poverty. For the 2001-02 school year, Congress appropriated $1.4 billion in Concentration Grants, which accounts for approximately 15 percent of the total Title I appropriation.[17] To qualify for Concentration Grants, LEAs must meet one of two conditions: 1) have at least 6,500 income eligible youth; or 2) the number of income eligible youth exceeds 15 percent of the LEA's school-age population.

In addition to Basic and Concentration Grants, **Accountability Grants** were established in fiscal year 2000 to provide additional funds to assist low-performing schools. Congress appropriated $225 million for Accountability Grants for the 2001-2002 school year.[18] The amount each state receives depends on its proportion of regular LEA grant funds. States then use these funds to support school improvement efforts in LEAs with schools identified as needing improvement. Allowable activities under this grant include: developing school improvement plans; strengthening school leadership and teacher quality; using research-based curriculum; strengthening parental involvement; and improving discipline.[19]

The Flow of Title I Funds

Understanding who makes allocation decisions and how decisions are made marks the first step to accessing Title I funding. In general, Title I funds flow from the U.S. Department of Education to SEAs. SEAs distribute funds to LEAs or school districts. LEAs then distribute funds to individual schools. While each of the administering agencies makes decisions that affect the ultimate use of funds, decisions about which activities will be funded typically happen at the local level—either with LEAs or, more often, at individual schools.

Help increase Title I funds to your community by ensuring that all eligible children are counted. Student eligibility for Title I services is most often determined by their eligibility for free or reduced-lunch under the National School Lunch Program guidelines. Because the within-district allocation process relies on the number of low-income students, make sure that all students eligible for free and reduced lunch are enrolled, especially middle school and high school students who are less likely to participate in these programs. Community organizations and advocates can assist schools in enrolling eligible families in the free or reduced-lunch program. This action may result in increased Title I funds to your school.

As the following chart indicates, most decisions about the type and level of activities to be funded by Title I are made at the school level. School administrators, teachers and other stakeholders, in consultation with district leaders, determine how funds will be used to best meet student needs. For the most part, school principals coordinate Title I funds and staff. Some schools have a school-based Title I coordinator, who has primary responsibility for the operation of Title I in the school. Title I coordinators administer and manage Title I funds and oversee Title I staff and programming. Just like all other school staff, these coordinators are accountable to the school principal.

Not surprisingly, principals use the majority (about 75 percent) of Title I funds to support classroom instruction, including hiring additional teachers and instructional aides.[20] Many principals report that without these funds it would be difficult to support the number of staff needed to operate a successful Title I schoolwide or targeted assistance program. Therefore, community leaders and program developers need to be sensitive to the political and budgetary context of their school and school district.

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[17] *Calculated using figures from Allocations of School Year 2001-2002 Funds for Programs Authorized by Title I of the Elementary and Secondary Education Act, U.S. Department of Education, 2001. Available at http://www.ed.gov/offices/OESE/CEP/pdfm342001_02allocations.doc.*

[18] *Fiscal year 2002 Appropriations Table, U.S. Department of Education. Available at http://www.ed.gov/offices/OUS/Budget02/02app.xls*

[19] *For more information on Title I Accountability Grants, see Title I Accountability: Guidance on the $225 Million Fiscal Year 2001 Appropriation for School Improvement, Office of Elementary and Secondary Education, U.S. Department of Education, April 2001.*

[20] *The law permits states to redistribute Title I funds to districts with less than 20,000 persons (which accounts for 80 percent of districts and 27 percent of school-age children); as well as to address other issues. In addition, the 2001 reauthorization includes an 85-95 percent hold-harmless provision, which means that most districts will receive at least 85-95 percent of the amount of Title I funds as in the prior year despite the use of the new poverty data. No Child Left Behind Act of 2001, Conference Agreements, U.S. House of Representatives Committee on Rules, 2001, p. 145.*

THE FLOW OF TITLE I FUNDS

U.S. Department of Education At the federal level, the U.S. Department of Education allocates Title I funds to State Education Agencies (SEAs) based primarily on the percentage of youth in poverty and adjusted for each state's per-pupil educational expenditures. To receive these dollars, each state submits a Title I plan to the Department of Education. The plan describes how the state will carry out its responsibilities, stipulates how funds will be spent, and establishes a set of content and performance standards to be used at the school district and school levels. *Beyond the pre-determined formulas, the Department of Education has little discretion regarding allocation of Title I funds.*

State Education Agencies (SEAs) At the state level, SEAs adjust U.S. Department of Education-determined allocations to include statewide programs and account for boundary changes or new LEAs. SEAs then distribute funds to LEAs through an application process, taking into account local circumstances.[21] In order to receive funds, LEAs must submit a Title I plan to the SEAs (or address the use of Title I funds as part of a consolidated plan outlining the use of all federal education funds). SEAs specify the information that LEAs must include in their applications. *Like the U.S. Department of Education, SEAs have limited ability to adjust allocations. Some flexibility exists for SEAs to increase allocations to districts with circumstances that signify additional need.*

Local Education Agencies (LEAs) At the district/LEA level, the majority of Title I resources (83 percent) are passed on to individual schools. The remaining funds are used to support program administration and district-wide programs, such as preschool, summer school, professional development, technology and parent involvement programs. The amount school districts allocate to individual schools varies greatly from district to district; however, LEAs generally allocate funds based on each eligible school's number of low-income children.[22] As stipulated in the legislation, schools residing in areas with high concentrations of poverty (75 percent and above) must be the first served with Title I funds. *Beyond this requirement, districts have some degree of flexibility in how funds are spent.*

Schools At the school level, administrators determine services and supports for students using one of two programs:

- **Schoolwide programs** may use Title I money to support comprehensive school improvement efforts to help all students, particularly low-achieving and at-risk students, meet state standards. To qualify as a Title I schoolwide program, at least 40 percent of a school's students must be considered low-income.[23] Schoolwide programs can provide Title I services and supports to all children in the school, regardless of income-level.[24] Schoolwide programs have more flexibility than targeted assistance programs (described below) when using Title I funds. For example, schools operating schoolwide programs can combine Title I funds with other federal, state and local funding to finance a more comprehensive approach to improving student achievement, especially among the school's low-performing students.[25] Schoolwide programs more often use Title I funds for extended-time programs than targeted programs.[26]
- **Targeted assistance programs** operate at schools that are not eligible for or choose not to run schoolwide programs. Targeted-assistance programs use Title I money to provide services only to eligible children identified as having the greatest educational need. School staff decide which services and activities will be provided and which students will receive them.

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[21] *The law permits states to redistribute Title I funds to districts with less than 20,000 persons (which accounts for 80 percent of districts and 27 percent of school-age children); as well as to address other issues. In addition, the 2001 reauthorization includes an 85-95 percent hold-harmless provision, which means that most districts will receive at least 85-95 percent of the amount of Title I funds as in the prior year despite the use of the new poverty data. No Child Left Behind Act of 2001, Conference Agreements, U.S. House of Representatives Committee on Rules, 2001, p. 145.*

[22] *Several measures may be used to determine this number, including census poverty data, the number of children eligible for free and reduced lunch, the number of children in families receiving aid under TANF, the number of children eligible for Medicaid, or a composite of any of the above measures.*

[23] *No Child Left Behind Act of 2001, Conference Agreements, U.S. House of Representatives Committee on Rules, 2001, p. 71.*

[24] *For more information on the technical aspects of schoolwide programs, see Title I, Part A Policy Guidance: Improving Basic Programs Operated by Local Educational Agencies, U.S. Department of Education, April 1996.*

[25] *Although the federal government allows flexibility in the allocation and use of Title I funds, state rules may prevent school districts and schools from taking advantage of flexibility. For example, even though federal regulations allow schoolwide programs to blend funds from several different education programs, some states require schools to account for the various programs separately. Therefore, community leaders and program developers should be aware of state regulations that may impact how Title I funds are allocated and used in their school districts and school.*

[26] *Promising Results, Continuing Challenges: The Final Report of the National Assessment of Title I, U.S. Department of Education, 1999.*

ACCESSING TITLE I FUNDS IN YOUR COMMUNITY

Title I provides an important opportunity for out-of-school time and community school leaders to forge and strengthen relationships with schools. Listed below are a few suggestions to begin understanding and influencing the Title I process in your community.

Learning the Title I Landscape

Community leaders and program developers need to be aware of how SEAs and LEAs administer and allocate Title I funds in their state and local school district.

- ***Understand how Title I works in your state.*** Because Title I allows for some flexibility in usage, it is important to understand how the Title I system works in your state. Every state has a Title I Director who oversees the program and ensures that local Title I programs comply with federal guidelines. To locate your state Title I Director, visit http://www.titlei.com/links.htm or call the U.S. Department of Education's Office of Compensatory Education Programs at (202) 260-0826. You may also visit http://www.ed.gov/offices/OESE/CEP/cepprogresp.html for other state-specific Title I information. For information on fiscal year 2000 Title I Allocations to States, go to http://www.ed.gov/offices/OUS/Budget00/us00.html.
- ***Know how your LEA and school currently use Title I.*** School districts and individual schools submit a yearly Title I plan to their SEA. Within each plan, the school district or individual school describes how Title I will be spent in the upcoming school year. For a copy of your school district or school plan, contact your school superintendent or district Title I coordinator. To find out more about how funds may be used in your district, contact your region's technical assistance center or lab. Technical assistance centers are listed by region on the Comprehensive Centers Network website at www.wested.org/cc/html/centers.htm. Regional labs can be found at http://www.nwrel.org/national.

Influencing the Decision Making Process

Community leaders and program leaders looking to utilize Title I funds for out-of-school time and community school initiatives should make every effort to become a part of the Title I decision making process.

- ***Discuss Title I options in collaborative interagency forums.*** In many communities, educators are working in partnership with leaders from the health and human services, family support, youth development and other sectors to improve results for children, youth and families. The question of how and whether Title I funds might help support key aspects of this work should be raised strategically in these forums in terms of how these new resources can be used to achieve common goals. Community leaders outside schools must remain cognizant of the competing demands for these funds within the LEA, but should not hesitate to raise the issue.
- ***Get to know the decision makers.*** School board members, superintendents, assistant superintendents, Title I coordinators and principals determine how Title I funds are spent at the school and district levels. Many districts and local schools also have an advisory committee that provides feedback and guidance on yearly Title I plans. Meet with these key officials and groups to become a part of the decision making process. Typically, schools submit their Title I plans to the district at the end of the school year for the following year. Find out the process for creating the Title I plan at your school and become involved in the planning process.
- ***Find a common language.*** School officials, community leaders and program developers often view out-of-school time or extended learning services for children from varied perspectives. After-school program staff may speak of enrichment activities while school officials may speak of extended learning. Instead of focusing on differences, create a common language that emphasizes a shared vision and enhances opportunities and outcomes for children.
- ***Be knowledgeable and realistic about political constraints.*** Before suggesting that Title I funds be redirected to support out-of-school time and community school activities, it is important to have an understanding of the entire school district's needs and priorities. Since Title I funds are already used for other purposes in your school district and school, redirecting those dollars may create competition for funds among various stakeholders. Remain sensitive to competing priorities and open to compromise and collaboration. New Title I funds represent important opportunities for out-of-school time and community school leaders. If you know new Title I funds will be allocated to your LEA, be prepared to make the case to designate a portion of the new funds for extended learning through out-of-school time and community school activities.
- ***Engage members of your community.*** Remember that a school budget articulates the educational priorities in your area. Become actively engaged and involved in the review of school finances. Community agencies can work with parents and youth to take an active part in the way their school allocates funds. If district officials and school leaders hear about a community priority that isn't being met, they may be inclined to contribute to meeting these needs.

Strategies for Using Title I to Support Out-of-School Time and Community School Initiatives

This section discusses three strategies for utilizing Title I funds to support extended learning through out-of-school time and community school initiatives. While Title I can be used to fund a broad range of activities, out-of-school time and community school leaders will likely be most successful in accessing Title I funding for activities that are most directly aligned with efforts to improve educational outcomes. Therefore, this brief focuses on activities that provide direct links to academic performance: (1) out-of-school time programs, (2) parental involvement and (3) preschool services and education. This section highlights the range of activities that can be supported under each strategy, provides examples of the strategy in practice, and discusses considerations for the use of each strategy.

1. Supporting Out-of-School-Time and Community School Activities

The increased emphasis on performance standards for all students has resulted in a growing recognition of the need for additional time for instruction and other educational supports for students as well as the need to integrate an array of other programs and services in support of student learning. To this end, schools may use Title I funds to support out-of-school time and community school programs that provide additional instructional time or that support instructional goals before school, after school, during weekends and in the summer.

Title I funds can support out-of-school time and community school activities in a variety of ways, including:

- **Contributing to Staff Salaries**—Through Title I, teachers and paraprofessionals may be paid to work in or oversee out-of-school time programs. In addition, targeted assistance schools may use Title I as a last resort for a services coordinator and professional development to assist teachers and other staff in identifying and meeting the comprehensive service needs of eligible children. Funds may only be used as a last resort if (1) adequate social services are not available to eligible children in a targeted assistance school; (2) the school has engaged in a needs assessment and established a partnership with local service providers; and (3) funds are not reasonably available from other public and private sources.[27]

FUNDING COMMUNITY SCHOOLS IN CHICAGO

Marquette Elementary School, a community school in Chicago, uses Title I to provide a range of support services for children and their families. In partnership with Metropolitan Family Services Agency, administrators and community leaders choose and develop activities to better meet the needs of students and their families. Their collaboration, initially funded through the Polk Brothers Foundation's Community Schools Initiative, created athletic programs, tutoring and academic instruction opportunities, and youth development clubs that were offered to the students after school. The school is open until 9 pm and serves approximately 400 to 500 students and parents per week. In addition, demand for these activities is so strong that waiting lists are common.

Since the Polk Brothers grant ended in 1999, the principal has been reallocating school dollars to sustain Marquette's out-of-school time activities. Title I has been a vital resource, paying for staff, supplies, field trips and buses. Title I dollars also fund a full-time social worker, nurse and counselor who work closely with the community school coordinator to bring in additional resources and community partners.

Preliminary data from an evaluation of the Polk Initiative being conducted by the Chapin Hall Center for Children show positive results, including improved reading scores, increased parent participation and decreased truancy rates.

Contact: Fred Kravarik, Principal, Marquette Elementary School, 773-535-9260.

[27] *No Child Left Behind Act of 2001, Conference Agreements, U.S. House of Representatives Committee on Rules, 2001, pp. 81-82. Targeted assistance schools that meet these requirements may also use Title I to purchase basic medical equipment such as eyeglasses and hearing aids.*

- **Providing Training**—Title I can support costs associated with the professional development of teachers and paraprofessionals working in and supervising out-of-school time programs, including those who teach both during and after the school day.[28]
- **Purchasing Program Materials**—Title I funds can be used to purchase equipment (e.g., computers), curriculum materials and supplies for out-of-school time activities such as homework clubs, science or reading programs or individual tutoring. Schools may also use Title I funds to purchase school-day equipment that can be shared with students and the community after school hours. For example, computers purchased with Title I funds for the school day that would otherwise sit idle at night may be used by adult education classes or out-of-school time programs.

The number of Title I schools offering out-of-school time programs has increased in recent years, yet less than half of Title I schools use Title I funds to support these programs.[29] In order to access Title I funds, community leaders and program developers will need to demonstrate how out-of-school time and community school programs contribute to improved academic performance.

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[28] *The cost of training personnel not paid with Title I Funds is an allowable charge if the training is specifically related to the Title I program and designed to meet the specific educational needs of Title I participants and supplements, rather than supplants, state and local training.*

[29] *Promising Results, Continuing Challenges: The Final Report of National Assessment of Title I, Office of the Under Secretary of Planning and Evaluation Service, U.S. Department of Education, 1999.*

OKLAHOMA CITY PUBLIC SCHOOLS – PARTNERSHIPS THAT LEVERAGE TITLE I FUNDS

In Oklahoma City, Oklahoma, school district leaders are taking a comprehensive view of how Title I can be used to support students, schools and the community. District leaders see schools as the center of the community and encourage community organizations to partner with the schools in a variety of ways. To this end, district leaders support a range of activities with Title I funds.

- *Linking Title I and other education programs.* In order to address the multiple needs of students in the Oklahoma City Public Schools, principals and 21st Century Community Learning Center Coordinators work together to take advantage of numerous federal, state and local resources. While each funding source supports a specific service or activity, the combined resources allow the district to offer a broad array of programs and services during school hours as well as out-of-school time. Joint planning ensures that the district makes the most efficient use of all funding. Title I covers the costs of services that are not met by other funding sources, including some of the after-school staff, parent liaisons and some program supplies.
- *Using Title I to leverage other community resources.* A partnership with the Oklahoma City Zoo began as a small after-school and summer project involving four schools and has grown to 20 elementary and middle schools. The program operates at the zoo's educational facility and serves over 500 students per year. Multiple funding sources support the program, including Title I, which provides training for the teachers to coordinate school-day life sciences curriculum with activities at the zoo.
- *Partnering with faith-based organizations.* In 18 sites across the district, inner city faith-based organizations (FBOs) are partnering with schools to support the Whiz Kids program. The program, coordinated by one lead FBO, provides math and reading tutors to students during the after-school hours. The FBOs provide the space and the tutors and the lead FBO provides the training and mentoring of the tutors. School principals work with FBOs by using Title I funds to provide teacher liaisons that help staff the program.

Contact: Roy Howell, District Title I Coordinator, 405-297-6557, or Tracy Alvarez, Oklahoma City Public Schools, 21st Century Community Learning Centers, 405-297-6851 or tlblack@okcps.k12.ok.us.

ROSE PARK TOGETHER – STAFFING AFTERSCHOOL WITH TEACHERS

Rose Park Together, a community school in Salt Lake City, Utah, runs a schoolwide Title I program. One of the unique features of this community school is the linkage between the school day and the out-of-school time programs. Many community schools operate out-of-school time programs that encourage students to build on their classroom experiences and contribute to their communities. The principal at Rose Park Together uses Title I to support out-of-school time activities as well as those during the regular school day.

Rose Park Together remains open to students, families and the community at-large before, during and after school hours seven days a week. Operated by a partnership between the school and a community organization, program leaders aim to fully utilize community resources for learning.

At Rose Park Together, Title I funds support:

- One teacher who focuses on academics and straddles the school day to create a linkage between the school day staff and the after-school program staff;
- One teacher/ literacy coordinator who works with students in small reading groups during the after-school time;
- Four teachers who work with English Language Learning students to increase oral language development in a before-school program; and
- A Pre-kindergarten class for 4-year-olds.

A broad based planning group provides input and makes recommendations on the use of Title I funds, as well as funds generated from other sources. This group includes representatives from the school district office, a local community-based organization partner, other funders and the Rose Park School Community Council, which is made up of parents, community members and school staff. Rose Park Together is one of the Children's Aid Society's national adaptation sites and was funded as part of the Wallace-Reader's Digest Fund's Extended Service School Initiative.

Contact: Rosanne Jackson, Principal, Rose Park Together, 801-578-8554 or rosanne.jackson@slc.k12.ut.us.

Considerations

- Schools officials face difficult tradeoffs in allocating Title I funds. Program developers will need to make the case to school leaders that out-of-school time programs contribute to improved educational outcomes and that even a small portion of Title I funds, added to a variety of other funding sources, can help sustain an out-of-school time program.
- In addition to new funds made available in fiscal 2001, the Title I allocation to your LEA or school may change annually depending on the characteristics and needs of your community. If you know that your district or school will be receiving additional Title I money for the upcoming school year, make the case for a portion of these new funds to support extended learning activities as a strategy to improve educational achievement.
- It is often easier to use Title I funds for out-of-school time programs if your school operates a schoolwide program. If your school is eligible for a schoolwide program, but is not running one, advocating for a change to schoolwide status may increase the opportunities for funds to support out-of-school time and community school efforts.

2. Supporting Parental or Family Involvement

Addressing the significant impact that parents have on student performance, the 1994 reauthorization of Title I included a new provision requiring school-parent compacts. Parents and LEA staff must develop a school-parent compact that describes how school staff, parents and students will share responsibility for improving student performance and outlines meth-

ods for demonstrating progress toward educational goals. In addition, the compact describes how schools will coordinate and integrate parent involvement strategies and evaluate the effectiveness of the parental involvement policy plan. The 2001 reauthorization strengthens these requirements by mandating that schools develop strategies to involve parents in their children's learning, such as offering family literacy programs. Community school initiatives can help Title I schools fulfill this mandate by providing a vital link between school and parents. Like all Title I funds, the amount allocated for parental involvement varies greatly. However, if a school district receives more than $500,000 from Title I, it must reserve at least 1 percent of these funds for parental involvement activities.

WORKING TOGETHER TO SUPPORT FAMILY RESOURCE CENTERS IN MISSOULA

Several years ago, Women's Opportunity and Resource Development, Inc. (WORD), a nonprofit community organization in Missoula, Montana, approached the school district to discuss ways to increase parental involvement in schools and provide parents with an avenue for participation. WORD proposed the creation of Family Resource Centers (FRCs) throughout the school district that could be supported by both the community and the school district.

Missoula County currently has an FRC housed in all ten Title I elementary school in the district. The centers promote parental involvement in education, family literacy and the development of support networks for isolated families. Professionals and parent volunteers staff the centers, sharing information with educators about ways to increase parent involvement in the schools.

The FRCs have been funded from a variety of public and private sources, including Title I, Montana Board of Crime Control, Montana Children's Trust Fund, the state Interagency Coordinating Council, WORD and several private foundations. Currently, WORD supports their operation and expansion with federal Department of Education discretionary funds, as well as assistance from the PTA and local businesses. The Missoula County School District uses a portion of district Title I funds (approximately $58,877) to help support the Title I centers. Title I funds support several parent-related components of the FRCs, including literacy instruction, child care for parent volunteers and transportation reimbursements. Title I also funds a staff member who, along with a full-time WORD FRC Coordinator, coordinates activities between all the centers and oversees the family outreach specialists working at each FRC. Funding from WORD and other partners provides additional support for resource and referral services, parent advocacy, counselors and other social services. Several of the schools are also part of the Flagship Initiative, a national adaptation of the Bridges to Success model developed by the United Way of America and the Institute for Educational Leadership and funded by the Wallace-Reader's Digest Funds' Extended Service Schools initiative.

In addition to the Family Resource Centers, several elementary schools in the Missoula district are using Title I funds to support school counselors and before- and after-school tutoring for students. WORD and Title I officials also collaborate on providing individual tutoring and a summer leadership camp for homeless and at-risk students by blending Title I funds with McKinney Homeless Assistance funds.

This successful partnership has provided the Missoula community with a valuable resource that no organization could have provided alone. Key to the success of the initiative has been the allowance of time for planning and communication between partners. Clear boundaries are established so that partners know and understand their roles in the initiative.

Contact: Steve McHugh, Principal, Hawthorne Elementary School, 406-542-4025 or smchugh@mcps.k12.mt.us; or Barbara Reily, Women's Opportunity and Resource Development, Inc., 406-543-3550.

Considerations

- Many federal programs require some degree of parent involvement activities.[30] School and community leaders can work to consolidate funds that support parental involvement provisions across all elementary and secondary programs. Coordinating these funds and activities can ensure a coherent approach to parental involvement.
- Title I can fund a broad range of services related to parental involvement. Creative program leaders can use Title I to fill in service gaps not covered by the many other funding sources also focused on parent involvement.

3. Supporting Programs or Services for Younger Family Members

Traditionally, Title I funds have been used to address educational deficits rather than to support prevention strategies. As described above, the new ESEA legislation requires schoolwide Title I programs to develop a plan to assist preschool children transition to elementary school. Targeted assistance programs are encouraged to do the same. Some school districts (approximately 17 percent) already use Title I funds to finance programs and services for younger family members as a way to improve school readiness and enhance educational attainment once they enter school. Title I funds can support preschool programs as well as home-based literacy activities. Of those districts and schools offering early care and education programs, most use Title I resources to supplement existing services by adding enrichment activities and extending half-day programs into full-day options.[31] Your school's Title I plan will indicate whether Title I funds support early care and education efforts.

PREPARING PRESCHOOLERS FOR SCHOOL IN SACRAMENTO COUNTY

In 1993, administrators at Elk Grove Unified School District in Sacramento County, California, saw the need for additional preschool programs to better prepare children for school. Because the district is growing at a rapid rate (the current K-12 population stands at 49,751 with approximately 300 new students enrolling per month), there has been no space available during the regular school day for preschool programs. To maximize school space, district leaders decided to operate the programs in kindergarten classrooms after normal school hours. Shortly thereafter, school leaders added parent education classes and workshops to encourage parent participation, along with homework tutoring centers for K-6 students. This effort evolved into Twilight Family Learning Centers, now operating in five Title I schools, which provide an array of programs and services for all family members.

A variety of funding sources, including Title I and 21st Century Community Learning Center funds, support the centers. Title I, Head Start and state pre-kindergarten funds support one teacher and one professional per classroom of 20 preschool-aged children, in addition to supplies and resource materials. The district's success also helped foster a number of partnerships with businesses such as Apple Computers and Campbell Soups, which donate products and services; and California State University, which helps provide training for parents and tutors for children. School leaders point to the positive results of the preschool component over the past eight years—students who participated are performing well on state-sponsored standardized tests.

Contact Elizabeth Pinkerton, Director, State and Federal Programs, Elk Grove Unified School District, 916-686-7712 or epinkert@edcenter.egusd.k12.ca.us.

[30] *These include Title I, Even Start Family Literacy, Parental Information and Resource Centers, Safe and Drug-Free Schools and Communities, Education of Migratory Children, Goals 2000 and 21st Century Community Learning Centers.*

[31] *Title I Accountability: Guidance on the $225 Million Fiscal Year 2001 Appropriation for School Improvement. Office of Elementary and Secondary Education. U.S. Department of Education, April 2001, p. 43. Available at* http://www.ed.gov/offices/OESE/CEP/acctguidance_2001r3.doc.

Title I eligibility requirements for preschool children are much more flexible than those for school-age students. Children eligible for Head Start and Early Head Start are automatically eligible to be served with Title I. However, Title I funds can also be used to serve children above the minimum income threshold for these programs who are deemed at risk of educational difficulties.

Considerations

- Making the case for early care and education investments requires evaluation and demonstration of results. Program developers need to show that children who attend early care programs supported with Title I funds are more likely to perform well in school down the line.
- Programs that serve younger family members do not have to operate within a Title I school building. The program or service can be located within other community facilities such as a preschool center or even home-based facilities. Contact your state Title I director (see the box on page 8) to learn if your preschool is eligible to receive Title I funds.

Conclusion

Title I funds represent an important funding source for out-of-school time and community school initiatives. The significant increase in Title I funding, along with new provisions and requirements, present an important opportunity for out-of-school time and community school initiatives to create meaningful partnerships with schools. While Title I alone cannot support an entire initiative, a small amount of dedicated Title I funds can go a long way towards leveraging other funds for out-of-school time and community school programs.

Resources

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Organizations

Coalition for Community Schools
c/o Institute for Educational Leadership
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Washington, DC 20036
202-822-8405
www.communityschools.org

Compensatory Education Programs and Title I
U.S. Department of Education
Office of Elementary and Secondary Education
400 Maryland Avenue, SW
Washington, DC 20202
202-260-5607
www.ed.gov/offices/OESE/CEP/

Institute for Educational Leadership
1001 Connecticut Ave., NW Suite 310
Washington, DC 20036
202-822-8405
www.iel.org

National Association of State Boards of Education
277 South Washington Street, Suite 100
Alexandria, VA 22314
703-684-4000
www.nasbe.org

National Coalition for Parent Involvement in Education (NCPIE)
3929 Old Lee Highway, Suite 91-A
Fairfax, VA 22030-2401
703-359-8973
www.ncpie.org

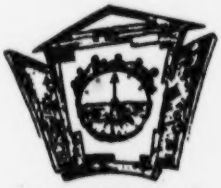
National Coalition of Title I /Chapter I Parents
Edmonds School Building, Room 201
9th & D Street NE
Washington, DC 20002
202-547-9286

The Finance Project

The Finance Project is a non-profit policy research, technical assistance and information organization that was created to help improve outcomes for children, families, and communities nationwide. Its mission is to support decision making that produces and sustains good results for children, families, and communities by developing and disseminating information, knowledge, tools, and technical assistance for improved policies, programs, and financing strategies. Since its inception in 1994, The Finance Project has become an unparalleled resource on issues and strategies related to the financing of education and other supports and services for children, families, and community development.

The Out-of-School Time Technical Assistance Project

This tool is part of a series of technical assistance resources on financing and sustaining out-of-school time and community school initiatives developed by The Finance Project with support from the Wallace-Reader's Digest Funds and the Charles Stuart Mott Foundation. These tools and resources are intended to assist policy makers, program developers and community leaders in developing financing and sustainability strategies to support effective out-of-school time and community school initiatives.



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